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INTERNATIONAL DRUG CONTROL

Implementation of the Global Programme of Action adopted by
the General Assembly at its seventeenth special sessionReport of the Secretary-General

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1 - 12	3
A. Background	1 - 4	3
B. Action taken by the Economic and Social Council and the Commission on Narcotic Drugs	5	4
C. Evaluation of progress made and recommendations to improve implementation	6 - 11	4
D. Ways and means of improving the provision of information by Member States	12	6
II. PREVENTION AND REDUCTION OF DRUG ABUSE WITH A VIEW TO THE ELIMINATION OF THE ILLICIT DEMAND FOR NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES	13 - 19	6
III. TREATMENT, REHABILITATION AND SOCIAL REINTEGRATION OF DRUG ADDICTS	20 - 24	8
IV. CONTROL OF SUPPLY OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES	25 - 44	9



CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
A. Eradication and substitution of the illicit production of narcotic drugs and eradication of illicit processing of such drugs and of illicit production and diversion of psychotropic substances	25 - 29	9
B. Licit production, manufacture and supply of narcotic drugs and psychotropic substances	30 - 31	10
C. Cooperation at the multilateral level	32 - 41	10
D. Monitoring and control mechanisms	42 - 44	12
V. SUPPRESSION OF ILLICIT TRAFFICKING IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES	45 - 48	13
VI. MEASURES TO BE TAKEN AGAINST THE EFFECTS OF MONEY DERIVED FROM, USED IN OR INTENDED FOR USE IN ILLICIT DRUG TRAFFICKING, ILLEGAL FINANCIAL FLOWS AND ILLEGAL USE OF THE BANKING SYSTEM	49 - 54	14
VII. STRENGTHENING OF JUDICIAL AND LEGAL SYSTEMS, INCLUDING LAW ENFORCEMENT	55 - 60	15
VIII. MEASURES TO BE TAKEN AGAINST THE DIVERSION OF ARMS AND EXPLOSIVES AND ILLICIT TRAFFIC BY VESSELS, AIRCRAFT AND VEHICLES	61 - 63	16
IX. UNITED NATIONS DECADE AGAINST DRUG ABUSE, COVERING THE YEARS 1991-2000	64 - 69	17
X. RESOURCES AND STRUCTURE	70 - 72	18

I. INTRODUCTION

A. Background

1. The General Assembly, at its seventeenth special session, by resolution S-17/2, annex, adopted the Political Declaration and Global Programme of Action on international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances. The Global Programme of Action sets out a comprehensive list of measures and activities to be undertaken by States and United Nations entities collectively and simultaneously in the fight against all aspects of drug abuse and illicit traffic. In the Political Declaration, the Assembly declared the period from 1991 to the year 2000 the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international actions to promote the implementation of the Global Programme of Action.

2. It is stated in paragraph 97 of the Global Programme of Action that the Commission on Narcotic Drugs and the United Nations drug-control bodies should continuously monitor progress on the implementation of the Global Programme of Action and that the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action and the efforts of Governments. In its resolution 4 (XXXVII) of 20 April 1994, the Commission on Narcotic Drugs requested the Secretary-General to include an evaluation of progress in the implementation of the Global Programme of Action in future reports.

3. To facilitate reporting, the Commission on Narcotic Drugs in its resolution 4 (XXXVII) requested the Secretariat to send a questionnaire to all Governments soliciting information on activities undertaken to implement the Global Programme of Action. As of 1 September 1995, replies had been received from the following 67 States and Territories: Argentina, Azerbaijan, Bahrain, Bangladesh, Belgium, Bosnia and Herzegovina, Brazil, Brunei Darussalam, Cambodia, Chile, Colombia, Cook Islands, Cyprus, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Ethiopia, Finland, France, Germany, Ghana, Greece, Guatemala, Indonesia, Iran (Islamic Republic of), Iraq, Italy, Japan, Jordan, Kenya, Kuwait, Lebanon, Lesotho, Luxembourg, Maldives, Mauritius, Mexico, Monaco, Morocco, Namibia, Nigeria, Norway, Oman, Pakistan, Papua New Guinea, Peru, Philippines, Portugal, Romania, Saint Lucia, Saudi Arabia, Seychelles, Sierra Leone, Singapore, Slovakia, South Africa, Syrian Arab Republic, Trinidad and Tobago, Tunisia, Turkey, United Kingdom of Great Britain and Northern Ireland, United Arab Emirates, Uruguay, Vanuatu and Venezuela. The Crime Prevention and Criminal Justice Branch of the Secretariat, the International Labour Organization (ILO), the United Nations Educational Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO), the International Maritime Organization (IMO) and the United Nations Industrial Development Organization (UNIDO) also informed the Secretariat about activities undertaken to promote and implement the Global Programme of Action. Information submitted by States was complemented by information from other official sources. The present report covers activities during 1994 and the first half of 1995.

4. The present report is structured thematically along the lines of the Global Programme of Action. Each section contains a general overview of approaches and policies developed by States individually and in cooperation with other States at the bilateral, regional and international levels and international organizations. Concrete examples of programmes and measures implemented at the national level have also been included. In accordance with General Assembly resolution 49/168 and Commission on Narcotic Drugs resolution 4 (XXXVII), the present report contains an evaluation of progress in the implementation of the Global Programme of Action and recommendations on ways and means of improving implementation.

B. Action taken by the Economic and Social Council and the
Commission on Narcotic Drugs

5. The Commission on Narcotic Drugs at its thirty-eighth session, and the Economic and Social Council at its substantive session of 1995, adopted resolutions that have a bearing on the themes of the Global Programme of Action. Those resolutions deal, in particular, with the following: integration of demand reduction initiatives into a cohesive strategy to combat drug abuse (Council resolution 1995/16); enhanced regional cooperation to reduce the risks of drug abuse (Council resolution 1995/17); promoting the use of memoranda of understanding to facilitate cooperation between customs authorities and other competent administrations and the international trading community, including commercial carriers (Council resolution 1995/18); demand for and supply of opiates for medical and scientific needs (Council resolution 1995/19); measures to strengthen international cooperation to prevent diversion of substances listed in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, 1/ and used in the illicit manufacture of stimulants and other psychotropic substances (Council resolution 1995/20). The 14 resolutions adopted by the Commission at its thirty-eighth session in 1995 also address issues that are relevant to the Global Programme of Action such as demand reduction, supply reduction and money-laundering.

C. Evaluation of progress made and recommendations
to improve implementation

6. With respect to reducing the illicit demand for drugs, the most common activities implemented by Governments were prevention campaigns seeking to increase awareness of the dangers of drug abuse. Not all campaigns, however, were targeted and only very few were long-term sustained efforts embedded in a comprehensive national demand reduction strategy. States should, therefore, draw up comprehensive and sustainable national demand reduction strategies that encompass prevention, education, treatment and rehabilitation programmes and allocate sufficient resources to implement them. States should also carefully monitor implementation and effectiveness of national demand reduction strategies and share experience thereon with other States, either through the United Nations International Drug Control Programme (UNDCP) or on a bilateral basis. The involvement of non-governmental organizations (NGOs) in developing and implementing prevention policies has shown positive results. States should therefore continue to cooperate with NGOs in that regard and also mobilize other

organizations of civil society. In that connection, it may be noted that the Executive Director of UNDCP has been requested by the Economic and Social Council, in its resolution 1995/16, to define a global strategy for demand reduction and to develop, in consultation with Governments and organizations, a draft declaration on the guiding principles of demand reduction.

7. Although many Governments report offering treatment to drug abusers, that treatment is in many cases confined to detoxification under medical supervision. Consequently, there is a need to establish treatment facilities where drug abusers can receive specialized treatment. The efforts that have been made by some Governments to provide drug-dependent offenders with access to treatment and rehabilitation and to prevent the transmission of the human immunodeficiency virus (HIV) are noted with satisfaction. Rehabilitation and social reintegration of drug abusers, however, are areas that have not received adequate attention. States should therefore develop programmes to that end and, in addition, endeavour to involve NGOs in providing counselling and long-term support to former drug abusers.

8. In spite of successes achieved in some countries and in some aspects of dealing with illicit cultivation and production, the overall situation has unfortunately shown little improvement. However, subregional cooperation has emerged as an effective means of overcoming cross-border drug-related problems and progress has been made in several areas of the world. UNDCP should therefore continue to promote subregional cooperation in drug-control matters. Steps have been taken by Governments and competent international bodies to prevent the diversion of precursors and essential chemicals into the illicit traffic. Nevertheless, more should be done to strengthen mechanisms and procedures to monitor the movement of precursors, particularly with respect to data collection and information-sharing. Governments should also, as a matter of urgency, identify the competent authorities and their role in the implementation of article 12 of the 1988 Convention and provide the International Narcotics Control Board (INCB) with that information, together with contact addresses.

9. With respect to suppression of illicit trafficking in drugs, States report having taken various initiatives to conclude both bilateral and regional agreements and arrangements to facilitate operational cooperation in law-enforcement matters. While those activities constitute important steps, they need to be supported by judicial processes such as extradition or mutual legal assistance set out in the 1988 Convention. There is also a need to strengthen the active intelligence capacity of States by, inter alia, establishing databases with intelligence information. Furthermore, States are encouraged to enhance cooperation between law-enforcement agencies at the national level, in particular with regard to information-sharing and joint operations.

10. While there has been some improvement, international cooperation against money-laundering in compliance with the 1988 Convention is often impaired by banking practices in certain States. States with strict bank secrecy laws that may prevent or hinder investigation of money-laundering should therefore urgently consider enacting penal provisions on drug-related money-laundering offences and comprehensive legislation that would enable the investigation of such offences and provide for the confiscation of proceeds derived from illicit

trafficking, in accordance with articles 3 and 5 of the 1988 Convention. Governments should also adhere to existing regional agreements against money-laundering and should draw up bilateral agreements as required. States should consider the possibility of using forfeited proceeds for drug-control activities, including contributing to drug-related projects of the United Nations.

11. Further progress has been made in the adherence of States to international drug-control treaties. However, it is noted with concern that effective functioning of the 1971 Convention is hampered because some States that manufacture and export psychotropic substances have not yet become parties to the Convention. States that are signatories to the international drug-control treaties should complete legislative and other enabling changes and ratify the international drug-control treaties as a priority.

D. Ways and means of improving the provision of
information by Member States

12. By September 1995, 67 Governments had informed the Secretariat of activities taken to promote and implement the Global Programme of Action, an increase of 139 per cent compared to 1993, when only 28 replies were received. To ensure that the provision of information continues to increase, copies of the questionnaire will be mailed directly to the competent authorities to permit timely and conscientious reporting, in line with Commission on Narcotic Drugs resolution 4 (XXXVII).

II. PREVENTION AND REDUCTION OF DRUG ABUSE WITH A VIEW TO
THE ELIMINATION OF THE ILLICIT DEMAND FOR NARCOTIC
DRUGS AND PSYCHOTROPIC SUBSTANCES

13. Although States have accorded higher priority to the prevention and reduction of drug abuse (reflecting not only a change in attitude but also an ever-increasing abuse problem), only a few Governments report having adopted or having implemented strategies against drug abuse that encompass prevention, education, treatment, rehabilitation and social reintegration. In most cases, demand reduction activities are confined to prevention campaigns aimed at educating the public or specific target groups deemed to be particularly vulnerable to drug abuse, such as high school students or college-aged individuals, on the dangers of drugs.

14. Drug-abuse education programmes range from the traditional information leaflet to television miniseries or other forms of broadcast: in Peru, a miniseries was televised and, in Pakistan, a six-episode drama on drug-abuse prevention was broadcast. Several Governments report using mass media as a vehicle for raising awareness of the dangers related to drug abuse. Teachers or other professionals involved in drug education generally receive training and in Pakistan, drug-prevention courses were introduced at teacher training colleges. Little is known of the success or failure of prevention and education programmes. However, Israel attributed the recent decrease in drug use among

high school students to educational programmes that are conducted in 40 per cent of schools.

15. Demand reduction activities are usually carried out by ministries of health or education and, as was reported in a number of instances, by entities that deal primarily with law enforcement such as the police. An increasing number of Governments involve NGOs in carrying out demand reduction activities, and in Mauritius, a trust fund was set up to finance non-governmental and other organizations working in the field of prevention of drug abuse. Other measures include enlisting the help of community leaders or other well-known personalities to transmit an anti-drug message. Saint Lucia reported, for example, that other organizations of the civil society such as Kiwanis Club, Lions International and Rotary participated in implementing demand reduction activities. The increase in the number of organizations involved in demand reduction in many instances has necessitated the creation of coordinating bodies, and the establishment of such bodies has permitted better coordination of governmental and non-governmental activities against drug abuse.

16. UNDCP has enhanced its role as a clearing-house for information on drug abuse. Data on patterns and trends of drug abuse have been collected through the international drug abuse assessment system. Although the extent of information supplied varies, comparability within broad analytical categories has been accomplished and the system has proven effective in monitoring the drug situation at the national, regional and global levels. Nevertheless, more effort is needed to strengthen data collection and analytical capabilities in many countries. To this end, rapid assessment studies, designed to evaluate the nature and patterns of drug abuse, have been used and will continue to be used to assess the drug-abuse situation. UNDCP, WHO, Member States and selected regional organizations have joined in efforts to establish an international epidemiology network, based on the electronic exchange of information.

17. Implementation of the joint UNDCP/ILO/WHO project on the development of model programmes of prevention among workers and their families continued in Egypt, Mexico, Namibia, Poland and Sri Lanka. All of those countries are engaged in project activities in the workplace, reaching some 250,000 employees. Similar programmes are expected to be launched in a number of Central and Eastern European countries. Prevention programmes for the maritime industry are also being developed in collaboration with a number of shipping companies and the Philippines Overseas Employment Agency. ILO provides assistance to India, Jamaica, Pakistan and Thailand in developing workplace prevention and community-based rehabilitation programmes.

18. WHO is continuing work on the Consolidated Epidemiological Manual for Substance Abuse with a view to strengthening national capabilities to describe patterns and trends of substance abuse. WHO has also finalized a project document on substance abuse among street children and reviewed the situation of substance abuse in indigenous populations. UNDCP, the Office of the United Nations High Commissioner for Refugees (UNHCR) and WHO initiated a joint project on substance abuse among refugees from Viet Nam in Hong Kong.

19. IMO has developed general guidelines concerning drug and alcohol abuse and its impact on the health and fitness or the ability of seafarers to perform

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shipboard functions. The United Nations Interregional Crime and Justice Research Institute (UNICRI) carried out the final phase of the drug-abuse prevention programme for Hungary, which consisted of follow-up activities involving a group of multidisciplinary experts responsible for the design and implementation of training projects for educational personnel.

III. TREATMENT, REHABILITATION AND SOCIAL REINTEGRATION OF DRUG ADDICTS

20. Most Governments report providing treatment to drug abusers. Treatment is usually voluntary and free of charge to the abuser and provided by governmental institutions in specialized treatment centres. Where no such centres exist, treatment is often confined to detoxification units in hospital or alcohol rehabilitation centres. Many Governments report planning to expand treatment facilities. Methadone maintenance programmes are implemented in some countries in Western Europe. In cases where private institutions offer treatment facilities to drug abusers, care is taken that certain standards are maintained. In Israel, for example, all institutions providing treatment to drug abusers require an operating licence. Furthermore, a law that entered into force in 1994 sets professional and administrative standards for institutions where treatment is provided.

21. Since drug abusers account for a significant proportion of the prison population, efforts have been made to provide treatment to drug-addicted offenders. In the United States of America, the Violent Crime Control and Law Enforcement Act of 1994 thus provides for the introduction of a residential substance abuse treatment programme for prisoners in state and federal prisons. Sufficient funds were made available so that by the end of 1997, all prisoners in federal prisons willing to undergo programmes will be able to do so. As an incentive, federal prisoners who choose to receive treatment are eligible for sentence reductions of up to one year. More attention has been paid to preventing the transmission of HIV and other blood-borne infections among drug abusers. In line with the Global Programme of Action, WHO contributed to or organized training courses on the prevention of drug abuse and HIV infection for China and Viet Nam as well as Hong Kong and Macao.

22. Few activities were reported with respect to the social reintegration of drug abusers, which is vital in preventing relapse and fostering long-term abstinence. All too often that important task is left to the drug abuser's immediate family or friends. Cases, such as those in the Philippines where rehabilitation centres have established ties with the private sector in order to facilitate job placement for former drug abusers, are not very numerous. Likewise, the provision of adequate training to professionals active in the field of treatment of drug abuse and the rehabilitation of former drug abusers has been difficult to achieve. In developing countries, training is mainly provided through bilateral assistance.

23. ILO published a monograph on the principles of effective programming for addiction rehabilitation in developing countries in 1994, which constitutes the basis for ILO advice and training in the field of vocational rehabilitation and social reintegration. Technical advisory missions were undertaken to the

Bahamas, Barbados, Bermuda, Chile, Jamaica and Trinidad and Tobago to review needs and formulate plans and proposals for follow-up action.

24. Under the Regional Training Programme on Addiction Rehabilitation, ILO, in cooperation with UNDCP, the International Federation of Non-Governmental Organizations and the National Drug Research Centre of the University of Science of Malaysia, conducted training courses for a total of 50 participants from 20 countries from the Asia and Pacific region. National training courses for rehabilitation and after-care workers are scheduled to be held in India, Indonesia, Pakistan, the Philippines, Sri Lanka and Thailand. It is expected that the establishment of resource centres on rehabilitation and workplace initiatives in Malawi, Namibia, the United Republic of Tanzania and Zambia will be completed in 1995.

IV. CONTROL OF SUPPLY OF NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

A. Eradication and substitution of the illicit production of narcotic drugs and eradication of illicit processing of such drugs and of illicit production and diversion of psychotropic substances

25. Several Governments report efforts to eradicate the illicit cultivation of narcotic plants which, in most cases, relate to the illicit cultivation of cannabis. Various methods are used to determine the extent of illicit cultivation, including aerial surveys. Where licit cultivation of the opium poppy takes place, Governments report implementing strict control measures to prevent the diversion of licitly produced opiates into the illicit traffic. Some Governments, such as Colombia and South Africa, report using aerial spraying to eradicate illicit crop cultivation.

26. UNDCP continued its alternative development activities aimed at the reduction of illicit opium cultivation in Afghanistan, Cambodia, the Lao People's Democratic Republic, Myanmar and Pakistan. A new alternative development project by UNDCP was initiated in October 1994 in the Wa region of Myanmar that accounts for the majority of the opium production in Myanmar. The project will help to develop alternative sources of income by developing diversified cropping practices and added value to the resulting production and, together with other United Nations agencies, assist in providing health care and opportunities for primary education. The socio-economic survey conducted during the pilot phase of the project will constitute the groundwork for the full project phase, which is to commence in 1996. In Thailand, after many years of assistance, UNDCP has phased out its direct support to alternative development, which is now being managed by the Thai Government. A project in Afghanistan developed a system for monitoring opium cultivation and produced significant information on the extent of opium cultivation in that country.

27. Following the eradication of opium poppy and cannabis cultivations in 1992, UNDCP initiated the first phase of the Baalbeck-Hermel integrated area development programme in Lebanon, which aims at preventing reversion to illicit cultivation by, inter alia, generating income based on licit crop cultivation.

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The second phase of the programme, expected to begin at the end of 1995, will involve activities such as support to the community at the technical, organizational and social levels and the establishment, funding and operation of a multipurpose rural credit scheme.

28. UNDCP continued its alternative development activities in Bolivia, Colombia and Peru and approved a new alternative development project for Peru in 1994. A subregional workshop on alternative development was held at Lima from 25 to 29 October 1994. The workshop was attended by government officials and donor country representatives as well as project and UNDCP staff from Bolivia, Colombia and Peru, and reviewed the rationale, role and drug-control achievements of alternative development in the Andean region, based on the experience of UNDCP in Bolivia, Colombia and Peru during the period 1984-1994. The workshop also reviewed the experience acquired by UNDCP in Asia and that of bilateral donors in the Andean region.

29. Activities related to drug control by UNIDO continued in the Chapare region of Bolivia with the second phase of alternative development projects. It was reported that 12 industrial plants that had been restructured during the first phase were profitably processing various agricultural products. UNIDO further continued technical cooperation projects on processing of medicinal and aromatic plants to yield high value-added products in India, the United Republic of Tanzania and Viet Nam.

B. Licit production, manufacture and supply of narcotic drugs and psychotropic substances

30. While the consumption of opiates exceeded the production of opiate raw materials in 1993, rising production of poppy straw in Australia and Turkey nearly restored the balance between the demand and supply of opiates during 1994. However, the global production of opiate raw materials remained below the level of consumption by about 13 tons in morphine equivalent. As a result of a considerable increase in the total area under cultivation, INCB expects that the production of opiate raw materials will surpass the consumption of opiates by approximately 28 tons.

31. INCB is concerned about the considerable decrease in the availability of opium in India during 1994. According to the Government, the country may have difficulty in meeting its domestic and export requirements in the period immediately prior to its next harvest as a result of the combined effects of increased opium exports since 1990, two consecutive poor harvests in 1993 and 1994 and, above all, the fact that opium stocks in India were actually considerably lower than had been reported.

C. Cooperation at the multilateral level

Africa

32. UNDCP organized a legal workshop, held at Pretoria in November 1994, on subregional cooperation against drug trafficking that was attended by

representatives of 14 Governments. Following a review of the status of cooperation on the investigation of drug-trafficking cases and prosecution of offenders, including related technical assistance requirements, the workshop adopted a plan of action that outlined measures to be taken by Governments to facilitate cooperation and to strengthen drug-trafficking interdiction in the Eastern and Southern African subregion.

33. In West Africa, UNDCP organized a workshop of representatives of National Coordinating Committees of West African Countries and a meeting of coordinating ministers for drug control in the subregion at Abidjan. The workshop resulted in the creation of a subregional technical committee for West Africa that will coordinate with national technical committees and act as UNDCP counterpart for the development of subregional drug-control activities. The final document adopted at the ministerial meeting reaffirmed commitment to dealing with drug control and contains an outline of a subregional plan of action.

34. UNDCP and the Organization of African Unity signed a memorandum of understanding that provides for cooperation between the two organizations and foresees, inter alia, the exchange of information and sharing of expertise as well as joint activities.

Asia and the Pacific

35. A memorandum of understanding was signed between UNDCP, the Islamic Republic of Iran and Pakistan in May 1994. A project began aimed at enhancing interdiction capabilities in border areas of the Islamic Republic of Iran and Pakistan. Technical consultations between India and Pakistan, held under the auspices of UNDCP, resulted in increased collaboration in drug-control matters at both the policy and the operational levels.

36. In the context of the 1993 subregional memorandum of understanding concluded between China, the Lao People's Democratic Republic, Myanmar and Thailand, meetings of the joint executing committees were convened for further discussions on ongoing and future subregional initiatives in drug control. Support continued to the China/Myanmar border area law-enforcement project aimed at reducing illicit drug trafficking. In May 1995, a protocol was signed expanding the number of signatories of the 1993 memorandum of understanding from four to six by the accession of Cambodia and Viet Nam.

37. UNDCP launched a subregional project for the control of precursors and essential chemicals in South-East Asia in 1994. The project aims at creating awareness among national authorities in the subregion on the importance of precursor control. One of the next phases of the project will be implemented in the context of the subregional memorandum of understanding between Cambodia, China, the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam. A similar precursor control project was developed for South and South-West Asia.

38. The Committee on Narcotics Abuse Control of the Economic Cooperation Organization (ECO) finalized a comprehensive regional plan for drug control in the region of the organization. UNDCP and ECO signed a memorandum of understanding that provides the framework for cooperation in areas such as information exchange, demand reduction and law-enforcement activities. A

further memorandum of understanding with the South Asian Association for Regional Cooperation (SAARC) was prepared and is expected to be concluded by the end of 1995.

Europe and the Middle East

39. In order to foster subregional cooperation between the Central Asian countries of the Commonwealth of Independent States, which are being increasingly affected by the drug problem, UNDCP organized a meeting involving representatives of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan in April 1995. A draft text was elaborated and is expected to be signed by the Heads of State or Government and the Executive Director at a political summit to be held in November 1995. The summit is also expected to adopt a subregional drug-control cooperation programme for Central Asia. In addition, UNDCP launched a large-scale technical assistance project aimed at strengthening drug-control measures along the common borders of the countries involved.

40. The changing political situation in the Middle East has created a more favourable climate for subregional drug control. A meeting was held in March 1995 with representatives of Egypt, Israel, Jordan and Palestine on possible cooperation arrangements with respect to interdiction of illicit drug traffic, institution-building and sharing of expertise in the area of drug control. A subregional drug-control meeting was held at Cairo in July 1995.

Latin America and the Caribbean

41. A memorandum of understanding on subregional drug cooperation was signed in April 1994 by Argentina, Bolivia and Peru. In that context, a programme on harmonization of drug-abuse data collection systems and a programme on joint training in drug law enforcement were selected for implementation. The law-enforcement programme includes modules on precursor control, money-laundering investigation and procedures for the development of judicial cases on drug-related crimes.

D. Monitoring and control mechanisms

42. Most Governments where large volumes of precursors and essential chemicals are manufactured reported having stepped up control measures to prevent the diversion of those substances into illicit channels. In Germany, a strict law was passed in 1994 that made the manufacture and sale of chemicals with the intention to manufacture illicit drugs a crime. Several other regional or international agreements on precursor control are in place, such as the European Union directive on precursor control, whose provisions are binding on States members of the European Union, or the recommendations adopted by the former Chemical Action Task Force established by the Heads of State or Government of the Group of Seven major industrialized nations and the President of the European Community at the sixteenth annual economic summit, held at Houston, Texas, in July 1990, which are currently monitored by the INCB.

43. Governments have established specialized units that monitor the movements of substances frequently used in the manufacture of illicit drugs. Importers of those substances must report the purpose for which the substances are to be used; often Governments inspect the premises of importers to verify whether they are used for legitimate purposes. Close contact is maintained with the chemical industry, which informs Governments of suspicious transactions, through a voluntary or mandatory reporting system. Countries where only small volumes of those substances are used resort to other measures: in Kuwait and Tunisia only the State may import such chemicals.

44. Technical assistance enabling States to develop their drug detection and pharmaceutical control laboratories was provided by UNDCP to 46 national laboratories in 39 countries and 69 chemists from 43 countries were trained in the analysis of controlled drugs. In addition, 2,251 reference samples of drugs under international control were provided to 73 national laboratories and 1,042 field drug-testing kits were provided to the national authorities of 64 countries. Currently, 73 laboratories in 57 countries are participating in the international proficiency testing scheme, which was instituted in 1994 to assess national laboratories.

V. SUPPRESSION OF ILLICIT TRAFFICKING IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES

45. Several Governments reported the conclusion of bilateral or regional agreements or other arrangements aimed at suppressing illicit trafficking in narcotic drugs and psychotropic substances. One example was a bilateral agreement concluded between India and Pakistan aimed at, inter alia, facilitating the immediate transmission of operational intelligence. States reported sharing information on methods and routes used for illicit drug traffic through the network of the International Criminal Police Organization (INTERPOL) and the World Customs Organization or regional organizations such as the Drug Offences Monitoring Desk of SAARC. Exchange of operational information is also carried out at the regional meetings of subsidiary bodies of the Commission on Narcotic Drugs. Several European countries reported exchanging law-enforcement information through specialized computerized databases. Some Governments have also appointed liaison officers to other countries in order to facilitate the swiftest possible exchange of information.

46. Governments have taken several measures to strengthen their interdiction capabilities. Many have established specialized drug law-enforcement units, usually within the police forces, that deal with drug-trafficking offences. Improvement of cooperation between different national organizations that have a role to play in drug law enforcement increases the effectiveness of operations. Several approaches to improve coordination between law-enforcement agencies at the national level have been used: the establishment of coordinating bodies that comprise personnel of different agencies, the signing of memoranda of understanding where responsibilities of the different agencies are outlined and programmes to exchange officers between agencies.

47. Laws were amended in order to implement effectively the provisions of the 1988 Convention and to provide more stringent penalties for drug-trafficking

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offenders. Governments also reported strengthening their interdiction capability using law-enforcement techniques such as controlled delivery, electronic surveillance and use of undercover agents and informants. Technical assistance has been provided to States in equipping and strengthening their law-enforcement authorities and criminal justice systems. Personal contacts that are established at international meetings that deal with law-enforcement issues, such as the meetings of the heads of national drug law-enforcement agencies, have contributed to better regional cooperation in law-enforcement matters.

48. UNICRI completed a two-year research project on the characteristics of the market for cocaine in Western Europe and its influence on law-enforcement organization and policy. Research activities included data collection in the region and field investigations in four countries: France, Italy, Netherlands and United Kingdom of Great Britain and Northern Ireland. A two-year research study on the standardization of illicit cocaine sample analysis for the identification of impurities was also completed.

VI. MEASURES TO BE TAKEN AGAINST THE EFFECTS OF MONEY DERIVED FROM, USED IN OR INTENDED FOR USE IN ILLICIT DRUG TRAFFICKING, ILLEGAL FINANCIAL FLOWS AND ILLEGAL USE OF THE BANKING SYSTEM

49. An increasing number of States have enacted legislation that makes money-laundering a criminal offence and permits confiscation of the proceeds derived from, and the instrumentalities used in, illicit drug trafficking. Many States have introduced mechanisms that permit disclosures by financial institutions. Nevertheless, certain countries still lack the basic legal framework within which to exercise financial control. Some States reported encountering difficulties in the adoption or implementation of money-laundering legislation. In recognition of the importance of cooperation between Governments and financial institutions, some States have introduced a requirement for financial institutions to report on suspicious transactions or have developed voluntary systems.

50. States reported adopting the recommendations on strengthening the efforts of the international community against money-laundering, adopted by the Financial Action Task Force (FATF) established by the Heads of State or Government of the Group of Seven major industrialized nations and the President of the Commission of European Communities at the fifteenth annual economic summit, held in Paris in July 1989. The 15 States members of the European Union must comply with the European Union directive on prevention of the use of the financial system for the purpose of money-laundering. States have also made use of other international agreements such as the Model Regulations concerning Laundering Offences connected to Illicit Drug Trafficking and Related Offences, adopted in 1992 by the Inter-American Drug Abuse Control Commission of the Organization of American States. Efforts are being made in other regions to develop regional instruments to prevent and reduce money-laundering. The Council of Arab Ministers plans to issue a unified Arab law on confiscation of money derived from drug trafficking. In addition, several States reported the conclusion of bilateral agreements covering the forfeiture and confiscation of assets. Asset-sharing arrangements were also reported.

51. Governments reported creating special investigation units to prevent and reduce money-laundering activities. Those units receive and analyse information on suspicious transactions reported by banks and financial institutions. Usually, they do not deal exclusively with drug-related money-laundering but also investigate other economic and financial crimes.

52. Only very few States direct confiscated proceeds to be used for drug-control activities, although in Argentina, confiscated proceeds are directed to the Secretary of State for drug control and Saint Lucia reported that efforts were being made to channel confiscated proceeds to Police and Customs Departments. One of the reasons put forward is that drug-control activities should receive a constant level of funding and should not be subject to variation because of successes or failures of a particular year's investigations and prosecutions.

53. UNDCP has continued to implement its three-year action plan on money-laundering. The assistance and advice provided to Governments have focused on legal aspects of the problem. An increased number of States have received assistance in drafting drug-control legislation, including a money-laundering component. The model money-laundering legislation developed by UNDCP was reviewed by an expert workshop and now integrates all provisions concerning confiscation of drug-related and criminal proceeds as well as mutual legal assistance.

54. Awareness-raising activities continued and included the development of basic training instruments such as a video on money-laundering and the drafting of a training manual for financial investigators. UNDCP has also associated itself with awareness-raising activities organized by FATF. UNDCP further pursued the establishment of a depository of anti-money-laundering information, in cooperation with FATF and other organizations. That depository would contain information on laws and regulations on money-laundering, currency reporting, bank secrecy and forfeiture of property and proceeds as well as procedures and practices designed to prevent banking systems and other financial institutions from being used for money-laundering.

VII. STRENGTHENING OF JUDICIAL AND LEGAL SYSTEMS, INCLUDING LAW ENFORCEMENT

55. During 1994, 5 States became party to the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol, 7 became party to the Convention on Psychotropic Substances of 1971, 2/ and 12 to the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. 1/ States have continued to make progress in enacting the necessary legislative and administrative measures to give effect to the conventions; others that have not yet become parties to the conventions have adopted appropriate measures to comply with its provision while completing the comprehensive legislation required for ratification or accession. By 1 September 1995, 151 States were parties to the 1961 Convention as amended by the 1972 Protocol, 136 States were parties to the 1971 Convention and 114 States were parties to the 1988 Convention. Twenty States were parties to the 1961 Convention in its unamended version.

56. Effective implementation of the provisions of the international drug-control treaties, however, is not as universal as the number of parties to them would suggest. The fact that a State is party to a particular Convention does not necessarily mean that it has the legal and administrative infrastructure in place to carry out all the obligations it has assumed. Whereas some States become parties before they implement all the necessary changes in domestic law and administration, others postpone the formal act of accession or ratification until all enabling domestic measures are in place. Another concern is that some States that manufacture and export psychotropic substances have not ratified the 1971 Convention, which has hampered its effective functioning.

57. UNDCP continued to provide legal assistance in advocacy supporting the adoption of adequate drug-control legislation, assessment of legislative needs, drafting of new or amended laws and the provision of post-adoption implementation or problem-solving advice. Assistance was provided to 24 States in 1994-1995. UNDCP also organized four subregional legal workshops aimed at enhancing subregional cooperation in legal matters. Workshops also served to train personnel in the implementation of new laws.

58. The lack of a network for continuous dialogue often impedes effective cooperation between the police and the judiciary, and some Governments reported planning measures to bridge the communication gap between the two. For example, in Bangladesh, under a project assisted by UNDCP, the Department of Narcotics Control organizes training and orientation programmes for judges, magistrates and prosecutors that deal with drug-related offences; Belgium and Kenya reported taking similar measures. Within UNDCP, work was done on a special project for the training of 100 prosecutors and magistrates on the prosecution and adjudication of drug offences. UNDCP also developed a training manual for African judges of the civil law system and continued to develop a range of working tools to assist States in implementing the conventions, including model legislation on money-laundering and precursor controls.

59. Several States have made efforts to protect the judiciary from any form of exposure and intimidation threatening its independence and integrity. In the United Kingdom, the Criminal Justice and Public Order Act 1994 makes it an offence to harm or intimidate a person who assists the police or who acts as a witness or juror in any criminal proceedings.

60. Some States have revised and updated their penal codes with a view to facilitating the prosecution of drug-related cases. One feature of recently enacted legislation is the permission to use undercover agents.

VIII. MEASURES TO BE TAKEN AGAINST THE DIVERSION OF ARMS AND EXPLOSIVES AND ILLICIT TRAFFIC BY VESSELS, AIRCRAFT AND VEHICLES

61. Most Governments report having strict legislative measures in place that control the import and export of weapons and explosives with a view to preventing diversion of them into illicit markets. The European Union directive on acquisition and detention of arms has to be applied by all States members of the Union. The Government of Mexico reported having designed a programme for

the prevention, detection and control of trafficking in arms aimed, inter alia, at coordinating action in the area of arms trafficking.

62. With respect to measures to prevent the unlawful use for the illicit drug traffic of means of transport operated by commercial carriers, in accordance with article 15 of the 1988 Convention, the World Customs Organization has promoted the use of concluding memoranda of understanding between customs authorities and the international transport and trading community, setting out joint objectives and approaches. As regards illicit traffic by aircraft, several States report the training of airline personnel in order to prevent drug smuggling.

63. The challenge posed by illicit drug traffic by sea and the difficulties in countering it were the subject of the Working Group on Maritime Cooperation, convened by the Executive Director of UNDCP pursuant to Commission on Narcotic Drugs resolution 9 (XXXVII). At the two meetings held in 1994 and 1995, the Working Group developed recommendations to enhance global implementation of article 17 of the 1988 Convention, which were subsequently endorsed at the thirty-eighth session of the Commission on Narcotic Drugs. The States members of the Council of Europe have concluded the Agreement on Illicit Traffic by Sea, Implementing Article 17 of the 1988 Convention.

IX. UNITED NATIONS DECADE AGAINST DRUG ABUSE,
COVERING THE YEARS 1991-2000

64. The high priority attached by Member States to the speedy implementation of the Global Programme of Action was emphasized in the Political Declaration that accompanies the Global Plan of Action in the annex to General Assembly resolution S-17/2. In order to give expression to this sense of urgency within a time-frame for action, the Assembly, in the Political Declaration, proclaimed the period from 1991 to the year 2000 the United Nations Decade against Drug Abuse, to be devoted to effective and sustained national, regional and international action to promote the implementation of the Global Programme of Action.

65. An international conference on "Sports against drugs", jointly organized by UNDCP and the International Olympic Committee within the context of the United Nations Decade against Drug Abuse was held at Rome on 20 and 21 February 1995 to review the status of knowledge and existing experience on the use of sports as a means of reducing the illicit demand for drugs. The Conference was addressed by international experts and world-famous athletes and was attended by representatives from United Nations bodies and agencies, national Olympic Committees, the international media, government authorities and NGOs.

66. The second International Private Sector Conference on Drugs in the Workplace and the Community took place at Porto Alegre, Brazil, from 24 to 26 April 1995. Organized by UNDCP, in collaboration with ILO and the Social Service for Industry of Rio Grande do Sul, the event was attended by 84 participants from 16 countries in Latin America and the Caribbean, Europe and North America, representing enterprises, unions and NGOs. The Conference aimed

at promoting close interaction in the area of drug-abuse prevention between representatives of the business world and other components of society.

67. The Drug Abuse Prevention Centre in Tokyo has undertaken to hold a series of public awareness and fund-raising campaigns throughout Japan each year during the Decade against Drug Abuse. Funds received so far have been used to establish a special fund to support activities to prevent drug abuse organized by NGOs in developing countries. In 1994, this fund supported 30 small projects; a further 30 grants have been approved for the current year. It is hoped that US\$ 500,000 can be raised for UNDCP in each remaining year of the Decade.

68. As part of its Goodwill Ambassador Programme, UNDCP will appoint a Champion Sumo Wrestler in October 1995. UNDCP continues to count on the services of other Goodwill Ambassadors such as the internationally renowned Chung Trio, which promoted awareness of the problem of drug abuse and activities of UNDCP by concert appearances in different countries, or the Tahuichi Aguilera Football Academy of Bolivia, which encourages young people to adopt a drug-free healthy lifestyle by involvement in sports.

69. On the occasion of the International Day against Drug Abuse and Illicit Trafficking on 26 June, the network of United Nations information services or centres and UNDCP field offices distributed brochures, leaflets, video cassettes and posters. Three television spots containing drug-awareness messages by United States athlete Carl Lewis were broadcast world wide. Many Member States produced videos, posters, T-shirts or other material to mark the observance of the International Day. Messages by the Secretary-General of the United Nations and the Executive Director of UNDCP were disseminated. At the national level, statements made by ministers responsible for drug-control matters received wide attention.

X. RESOURCES AND STRUCTURE

70. In adopting the Global Programme of Action, the General Assembly decided that higher priority should be accorded, within the United Nations system, to the allocation of the necessary financial, personnel and other resources for drug-control activities. For the United Nations proper, the Assembly recognized the need for additional resources in the expectation that that would be reflected in the higher priority accorded to drug-control activities in the medium-term plan for the period 1992-1997 and in the corresponding biennial budgets.

71. The budget of UNDCP has two separate and complementary parts: the regular budget concerned with treaty implementation and legal affairs; and the Fund budget supported by voluntary contributions and geared to assist developing countries in drug control. UNDCP headquarters is funded from both the regular budget and the budget of the Fund. In addition, the budget of the Fund covers the costs of the field office network and project activities in Africa, Asia and the Pacific, Europe and the Middle East and Latin America and the Caribbean. The total budget for the biennium 1994-1995 amounts to \$205.3 million, of which \$190.6, or 92.8 per cent, is funded from voluntary contributions under the

budget of the Fund and \$14.7 million, or 7.2 per cent, from the regular budget of the United Nations. The main share of the voluntary funds, namely \$161.7 million, was utilized to fund approximately 300 projects in 50 countries. The largest share of spending is in Latin America and the Caribbean, followed by Asia and the Pacific. A smaller share of projects is implemented in Africa, Central Asia, Eastern Europe and the Middle East. The expenditure for the Fund is not likely to reach the budget targets for 1994-1995, with expenditure for 1994 amounting to \$73.1 million. For the biennium 1996-1997, the budget outline for the Fund amounts to \$151.2 million, reflecting a decrease in real terms of 26.2 per cent. The substantial reduction is necessitated by a decrease in available resources caused by a gradual depletion of the Fund balance and a projected overall decline in voluntary contributions.

72. UNDCP instituted a number of new administrative and structural arrangements during the biennium 1994-1995. In May 1995, UNDCP introduced on a provisional basis a policy for the rotation of staff between headquarters and field offices. The policy aims at ensuring that UNDCP is staffed in the most effective manner whereby each staff member can contribute his or her best to the objectives of the Programme. In June 1995, the rationalization of the accounting and treasury functions for UNDCP was approved by the Under-Secretary-General for Administration and Management, based on proposals elaborated by UNDCP. Within the Programme, the Office for External Relations, Strategic Planning and Evaluation was established in June 1995, bringing together the former Policy, Planning and Evaluation Office and the Resources Mobilization and Inter-agency Coordination Office. Decentralization of responsibilities from headquarters to the field was approved with the establishment in July 1995 of project review committees in the Regional Centre, Thailand, for the South-East Asian region and in the Regional Office, Barbados, for the Caribbean region.

Notes

1/ Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, vol. I (United Nations publication, Sales No. E.94.XI.5).

2/ United Nations Treaty Series, vol. 1019, No. 14956.
